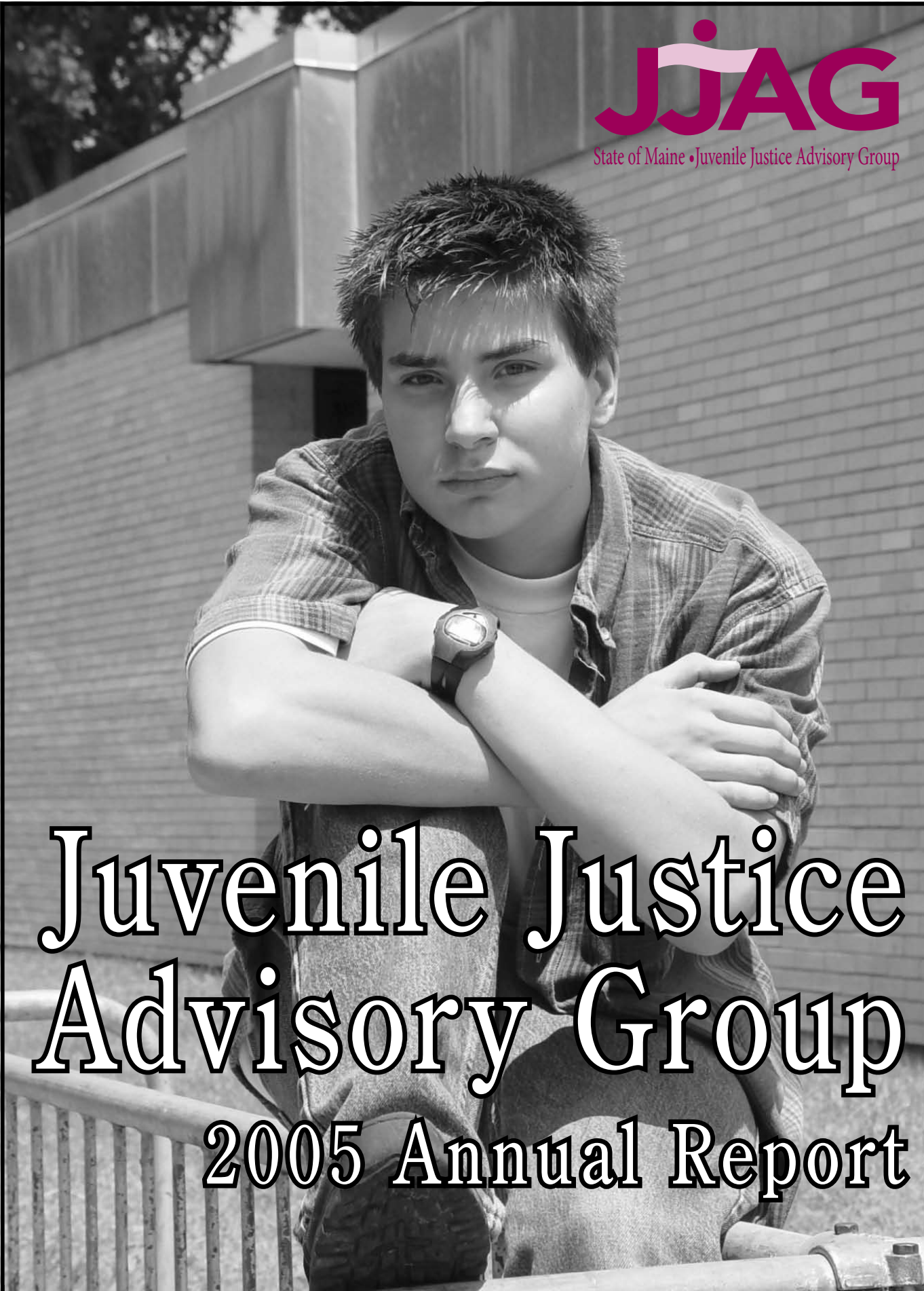




State of Maine • Juvenile Justice Advisory Group

A black and white photograph of a young man with short, dark, spiky hair. He is wearing a plaid button-down shirt over a white t-shirt and a dark wristwatch on his left wrist. He is leaning forward with his arms crossed over a metal railing, looking directly at the camera with a serious expression. The background shows a brick wall and some foliage.

# Juvenile Justice Advisory Group 2005 Annual Report

Paul K. Vestal, Jr., Chair • Edwin Chester, Vice Chair

## Contact the JJAG

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JOHN ELIAS BALDACCI  
GOVERNOR

STATE OF MAINE  
JUVENILE JUSTICE ADVISORY GROUP  
111 STATE HOUSE STATION  
AUGUSTA, MAINE 04333

PAUL K. VESTAL, JR.  
CHAIR

May 16, 2006

Dear Governor Baldacci and Members of the 122<sup>nd</sup> Legislature:

Following this letter is the 2005 Annual Report from the Maine Juvenile Justice Advisory Group (the JJAG). Since the mid-1970's the JJAG has grown, developed, and secured some of the best minds of Maine's various children's welfare systems, both private and public. The JJAG has been instrumental in improving the manner in which Maine cares for some of its most fragile and vulnerable citizens. We look back at many accomplishments and at the same time look forward to many challenges.

Through a massive effort from a variety of stakeholders the Juvenile Drug Treatment Courts continue to serve juveniles in Maine despite dramatic reductions in federal funding. It would take far too many pages to list all those responsible for ensuring the continuation of this valuable program. Maine's Juvenile Drug Treatment Court continues due to an impressive collaboration among all branches of state government, our legislative body, the Governor's Office, Maine's Congressional delegation, and a broad spectrum of public and private youth serving agencies. While future funding will continue to present a challenge, all of the "key players" are prepared to step up to the plate and meet that challenge.

On another positive note, our two Maine Department of Corrections juvenile facilities were accredited by the American Correctional Association and received the highest scores ever! This is a great honor for Maine as well as the Juvenile Services Division of the Department of Corrections, and we of the JJAG are proud of our support in helping them attain accreditation.

The JJAG continues to allocate declining federal grant funds pursuant to the Juvenile Justice and Delinquency Prevention Act. With a strong commitment to fiscal accountability while providing best practices programming, the JJAG has instituted a system of uniformity of program evaluations that includes performance measures and compliance monitoring. The promotion of evidence based and research supported programs is an extension of the training and technical assistance the JJAG helped provide through collaboration with renowned criminologist, Dr. Edward Latessa of the University of Cincinnati. Additionally, the JJAG has worked with Maine's Department of Corrections leadership to encourage other departments in state government to expand evidence or research based programming within their own agencies. To that end, the JJAG has not only encouraged adopting evidenced based practices, but has also financially supported a growing knowledge bank within governmental agencies. Our goal is to assist development and expansion of cost effective programs that deliver measurable results for Maine's most challenged youth. The JJAG also continues to support Dr. Ross Greene's "Collaborative Problem Solving" program and has assisted the Department of Corrections and others in their efforts to expand this philosophy within the broader youth-serving community.

Letter to Governor Baldacci

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May 16, 2006

A major challenge for the JJAG in the upcoming year will be determining whether minority youth are over represented in Maine's juvenile justice system. The Juvenile Justice Delinquency Prevention Act of 2002 mandates that States participating in the Formula Grants program address disproportionate minority contacts (DMC) at various points throughout the state's juvenile justice system. Unfortunately, there are substantial limitations to obtaining accurate information regarding the frequency with which minority youth are involved in Maine's juvenile justice system. Lack of training in accurately recording an individual's race and ethnicity, incomplete records, missing data and incompatibility of data sets makes it difficult if not impossible to determine whether DMC is a concern in Maine. The JJAG has entered into a cooperative agreement with the Muskie School of Public Service to develop a method of gathering accurate data and provide training to individuals responsible for accurately recording the race and ethnicity of youth involved in the juvenile justice system. If data suggests that minority youth are over represented in Maine's juvenile justice system, the causes of DMC will be identified and corrective measures taken.

In closing, the Juvenile Justice Advisory Group continues to appreciate the support we are given here in Maine. We will continue to be leaders in juvenile justice as our mission challenges us to be.

We hope you both enjoy the Report and find it enlightening and informative.

Sincerely,



Paul K. Vestal, Jr.

Chair

# About the JJAG

The Juvenile Justice and Delinquency Prevention Act (the Act) was enacted in 1974 and authorized creation of state juvenile justice advisory groups. Maine's Juvenile Justice Advisory Group (JJAG) was authorized in 1984 by state statute, 34-A MRSA Section 1209, making 2005 the twenty-second full year of Maine's participation in federal programs supported by the Act.

The Maine JJAG is comprised of individuals appointed by the Governor for four-year terms. Board members serve in a voluntary capacity, providing input and direction to the state legislature and Governor on issues concerning juvenile justice. The JJAG also serves as the state advisory group to the federal Office of Juvenile Justice and Delinquency Prevention (OJJDP) and provides assurances to that office that Maine is meeting the standards mandated by the Juvenile Justice and Delinquency Prevention Act. The Department of Corrections is the JJAG's administrative and fiscal agent and JJAG has a staff of three: a Juvenile Justice Specialist, a Compliance Monitor, and an Administrative Assistant.

The JJAG's primary responsibilities include: (1) preparation and development of a state-wide three-year juvenile justice plan; (2) allocation of juvenile justice and delinquency prevention grants funds provided to the state under the federal Act; (3) monitoring activities and accomplishments of funded state projects; and (4) overseeing Maine's compliance with core requirements of the Act.

## The Federal Act Consists of Three Funding Categories:

- I. Title II, Formula Grant Funds – The Act provides each state with formula grants that are allocated on the basis of each state's population under the age of 18. These grant funds support a variety of juvenile justice and delinquency prevention programs and services as long as the state remains in compliance with the core requirements of the Act. Maine's 2006 Title II Formula Grant allocation is \$600,000.00.
- II. Title V – Delinquency Prevention Funds – As part of the 1992 reauthorization of the Act, Congress established a new funding category, Title V, Incentive Grants for Local juvenile delinquency prevention programs. Funds under Title V are awarded to communities that develop comprehensive delinquency prevention plans at the local, i.e., municipal and county level. Title V funds are allocated to the states based on population under the age of 18. Maine's 2006 Title V Delinquency Prevention allocation is \$56,250.00.
- III. Juvenile Accountability Block Grant - The Act provides each state with a Block Grant that provides financial assistance to eligible governmental agencies who develop projects designed to prevent juvenile delinquency. Maine currently funds several specialized juvenile prosecutors with its \$314,700 2006 allocation.

## Maine's Comprehensive Three Year Plan for Juvenile Justice and Delinquency Prevention Fiscal Years 2006 through 2008

Maine's Comprehensive Three Year Plan is available at [www.mainejjag.com](http://www.mainejjag.com). This document identifies Maine's juvenile justice needs and describes the JJAG's work plan for the next three years. Three major initiatives within the plan are identifying the mental health needs of pre-adjudicated youth, determining whether disproportionate minority contact exists within Maine's juvenile justice system and implementing Collaborative Problem Solving among various youth-servicing agencies within a single community.



# Goals and Priorities Outlined in the JJAG's Three Year Plan

1. Compared to national standards, Maine has a relatively low occurrence of juvenile crime. Nevertheless, there continue to be serious violent juvenile offenses that result in great emotional damage to members of the community, and frequent property crimes that result in great financial costs to the citizens of Maine. Juvenile crime has an impact on all citizens of a community, but perhaps the deepest impact on victims, the family of the juvenile offender and, of course, the juvenile him or herself. There are areas of the State in which there are insufficient community resources and opportunities for young people involved in or at risk of becoming involved in the juvenile justice system.

Members of the JJAG agree that juvenile justice is a community issue and that the entire community needs accurate knowledge and skills in order to develop appropriate prevention and intervention programs. Not all social service or youth and family serving agencies and providers have up-to-date and accurate information regarding the causes and consequences of juvenile crime. By improving knowledge and understanding through trainings and supporting evidence-based practices that encourage effective programs, the incidence of juvenile crime should be reduced and communities become healthier.

2. Youth involved in the juvenile justice system and at risk of becoming involved in the juvenile justice system may be facing expulsion and suspension from school more frequently than necessary. It has been difficult to discern exact ratios of suspended and expelled students due to differences in data collections among schools and School Administrative Districts. The JJAG recognizes that suspended and/or expelled students are at higher risk for engaging in criminal behavior and subsequent involvement in the juvenile justice system.

In 2003, the JJAG contracted with the Muskie School of Public Policy, Institute for Public Sector Innovation to research school suspension and expulsion rates, which youth were being expelled, for what reasons, and what was happening to youth who were suspended and/or expelled. Based upon the responses to surveys, there appear to be a wide range of attitudes among school administrators regarding suspension and expulsion. While some schools appear to implement policies designed to keep all students in school except in the most dangerous circumstances, others have adopted "Zero tolerance" policies that result in suspension or expulsion for even relatively minor infractions of school rules.

The JJAG is committed to supporting programs that reduce the incidence of school suspensions and expulsions and will encourage schools to adopt appropriate alternatives with a demonstrated ability to improve academic performance for students while satisfying school administrators that appropriate action is taken in response to misbehavior in school.

3. Not all youth involved with or at risk of becoming involved with the juvenile justice system receive appropriate comprehensive mental health, substance abuse and/or family support services. Obstacles to service delivery include everything from lack of treatment providers, lack of financial resources for services, and lack of transportation to and from providers who may be a significant distance from the juvenile and his or her family.

While in some locations it is common for juveniles to receive mental health screening and evaluation early in the juvenile justice process, in other locations screening and evaluation are almost never utilized. The JJAG is committed to assisting the development of appropriate intervention and prevention services throughout the entire State and will continue to support efforts to expand resources for juveniles and their families.

4. Many of the programs currently offered to at risk juveniles and juvenile offenders have not been proven to be effective prevention and intervention programs. The JJAG will continue to support only evidenced-based practices and program assessments that have solid research backing their efficacy.

Historically juveniles have been referred to diversion and/or intervention programs regardless of whether the juvenile is determined to be low, medium or high risk of reoffending. The Maine Department of Corrections has implemented and consistently utilizes the YOLSI (Youthful Offender Level of Service Inventory). The YOLSI is a tool for determining risk of reoffending. Current research suggests that low and high risk offenders should not be placed in the same program and that “over treating” low risk offenders may actually increase recidivism.

In addition to ensuring that programs offered to juveniles involved in or at risk of becoming involved in the juvenile justice system are proven to be effective at reducing recidivism, the JJAG will continue to encourage that only the appropriate level of service be given to each individual.

5. Many juvenile justice professionals, legislators and the general public are not accurately informed about “what works” for juvenile offenders and those at risk of becoming involved with the juvenile justice system.

Over the past several years there has been a great deal of research regarding what methods are most effective at preventing and intervening in juvenile crime. Despite solid research, many providers and families are willing to accept unproven services because they appear to be appropriate or because only unproven services are available. The JJAG will continue to provide legislators, juvenile justice professionals and the general public with training and reliable information regarding “what works” so that scarce and diminishing financial resources are spent only on the most effective services.

6. Insufficient data make it difficult, if not impossible, to determine whether minority youth are over-represented in Maine’s juvenile justice system. The JJAG has contracted with the Muskie School of Public Service, University of Southern Maine to research how best to collect relevant data and improve the State’s capacity to report accurate information regarding disproportionate minority contacts (DMC).

Over the next two years, the Muskie School’s Statistical Analysis Center (SAC) will develop a training guide for Maine DOC employees regarding best practices for collecting accurate race and ethnicity information. As a result of research and programs developed by the SAC, the JJAG will suggest systemic changes within Maine’s Department of Corrections and Department of Public Safety as well as within the courts to improve collection of data regarding juveniles’ race and ethnicity.

If as a result of collecting accurate data it appears that minority youth in Maine are overrepresented in the juvenile justice system (i.e. more arrests, detentions and commitments and/or fewer diversion from court), the JJAG will work with law enforcement and DOC officials to determine the cause of such overrepresentation and, if necessary, implement measures to reduce the overrepresentation of minorities.

## Children and Youth Served by JJAG funding in 2005

As reported by sub-grantees on Quarterly Reports

Age	Total	Boys	Girls
10 and under	1387	561	862
11 to 14	735	366	369
15 to 17	302	138	164
<b>Total</b>	<b>2460</b>	<b>1065</b>	<b>1395</b>

## Race and Ethnicity

American Indian	Asian	Black or African American	Native Hawaiian or other Pacific Islander	White (Includes Arab and Middle Eastern Countries)	Other/ Unknown	White Hispanic
95	89	130	0	579	39	1

## Areas Served

	Locations	# of programs
<b>Region 4</b>	Bangor, Old Town, Presque Isle, Lubec	6
<b>Region 3</b>	Waterville, Belfast, Boothbay Harbor, Augusta	4
<b>Region 2</b>	South Paris, Auburn, Lewiston	5
<b>Region 1</b>	Brunswick & Freeport, Portland, Sanford, Windham, Biddeford	8

## Programming

Alternatives to Suspension	Parenting	After School
Skills for Responsible Thinking	Alternative Education	Intervention
JumpStart	Family Systems Teams	Collaborative Problem Solving
G.R.E.A.T.	Project Success	SMART Moves
Teen Aspirations	Family Resource Center	Street SMART
The Incredible Years	Raising a Thinking Child	Community Capacity Building
Day Reporting	Disproportionate Minority Contact Study	MAYSI-2 Pilot Study



# **The Maine JJAG is composed of members appointed by the Governor for a four-year term. Board members serve in a voluntary capacity.**

Cathy McLoy Ashland  
Parent

Mark Boger  
Juvenile Corrections Coordinator  
Department of Corrections

Richard Brown  
CEO  
Charlotte White Center

Leslie Anne Chatfield  
Kennebec Valley Mental Health Center

Edwin Chester  
Attorney  
Chester & Vestal

Barry DeLong  
Sheriff  
Somerset County

Carla Fearon  
Director, Penobscot Nation  
Boys & Girls Club

James Foss  
Jail Administrator,  
Aroostook County

Linda Frazier  
OSA Criminal Justice Manager  
Department of Health and Human Services

Denise Giles  
Victim Services Coordinator  
Department of Corrections

Dana Hamilton  
Community Resource Officer  
Somerset County Sheriff's Department

Alan Hammond  
Assistant Director  
Maine Criminal Justice Academy

Jamie Johnson  
Youth Member

Philippe McLoy  
Youth Member

Charles LaVerdiere  
Judge, District Court

Margaret Longworth, CRC, LADC, LCPC  
Director of Clinical Services  
OHI

Carole Martin  
Youthlinks

Dr. James Morse, Sr.  
Superintendent  
SAD 47

Joan McDonald  
CEO  
Girl Scouts of Kennebec Council

James Minkowsky  
Detective Sergeant  
Criminal Investigations Division, Youth  
and Family Services Unit  
Lewiston Police

Breanne Petrini  
Youth Member

Shelley Reed  
Truancy, Dropout,  
Alternative Education, Homeless Youth,  
School Counselors, Reintegrating Youth  
from Correctional Facilities  
Department of Education

Hugh Sipowicz  
Independent Living Program Manager  
Department of Human Services

Barry Stoodley  
Associate Commissioner for Juvenile Services  
Department of Corrections

Christine Thibeault  
Assistant District Attorney  
Cumberland County

Paul K. Vestal, Jr.  
Director, Children's Services  
Catholic Charities Maine

## 2005 Grant Recipients

Auburn Police Department, Community Delinquency Prevention,	\$17,448
Back on Track, Inc, Skills for Responsible Thinking,	\$39,900
Catholic Charities of Maine, Emergency Foster Care Feasibility Study: MSFC in Northern Maine,	\$16,250
Child Care Services of York County, Family Resource Center,	\$39,465
City of Portland, Asset Builders Program,	\$94,950
County of Aroostook, Youth Empowered to Succeed,	\$53,750
Freeport Police Department, JUMP Start,	\$7,000
Girls Scouts of Kennebec Council, A Place for Girls,	\$37,868
Goodall Hospital, Strategies for a Stronger Sanford,	\$41,360
Healthy Kids! Healthy Families/Parents as Teachers,	\$14,276
Juvenile Drug Treatment Court,	\$357,000
Kennebec Valley Mental Health Center, Youth Shoplifting Rehabilitation,	\$32,668
Maine Department of Corrections, Collaborative Problem Solving,	\$32,470
Maine Department of Corrections, Day Reporting Center,	\$125,000
Maine Department of Corrections, Training & Development Coordinator,	\$90,000
Maine State Bar Association, Juvenile Defender Training,	\$32,926
Muskie Institute, Family & Systems Teams,	\$42,000
Native American Pass-through Penobscot Nation Boys & Girls Club, SMART Moves,	\$44,715
Penobscot Nation Boys & Girls Club, Street SMART,	\$49,624
Penquis CAP, Piscataquis County Youth Ideas and Partnership Project,	\$61,222
Oxford Hills School Department, Unity Project,	\$39,695
Statistical Analysis Center, Juvenile Disproportionate Minority Contact Study,	\$40,000
Town of Lubec Delinquency Prevention Program,	\$61,190
Sweetser, Family & Systems Teams Facilitation,	\$8,000
Waldo County Preschool & Family Services Raising a Thinking Child/I Can Problem solve,	\$70,000
Waterville Area Boy's and Girl's Club, G.R.E.A.T. & SMART Moves,	\$70,319
Windham School Department, REAL School,	\$50,000
Youth Alternatives, Intensive Supervision,	\$63,631

## **Delinquency Prevention Programming:** **Evidence of a deterrent effect with a strong research design. The JJAG is proud to have supported the following model, effective and promising programs:**

*Maine Juvenile Drug Treatment Court* provides timely and effective substance abuse, social services, and juvenile justice interventions through identification of juveniles for referral and treatment; judicial supervision of structured, community-based treatment; regular court appearances to monitor treatment progress and compliance; a series of graduated sanctions and rewards; and mandatory drug testing.

*The Life Skills Training (LST)* program dramatically reduces tobacco, alcohol, and marijuana use. The program works with a diverse range of adolescents, produces results that are long-lasting, and is effective when taught by teachers, peer leaders, or health professionals.

*The Incredible Years Series* is a set of three comprehensive, multifaceted, and developmentally-based curriculums for parents, teachers and children designed to promote emotional and social competence and to prevent, reduce, and treat behavior and emotional problems in young children.

*Project Northland* is a community-wide intervention designed to reduce adolescent alcohol use. The program spans three years and is multi-level, involving individual students, parents, peers, community members, businesses, and organizations.

*Project Towards No Drug Abuse (Project TND)* is an effective drug abuse prevention program that targets high school-age youth. Reductions in cigarette smoking, alcohol use, marijuana use, hard drug use, and victimization have been demonstrated at one- and two year follow-up periods.

*Parents as Teachers (PAT)* is an international early childhood parent education and family support program serving families throughout pregnancy and until their child enters kindergarten, usually age 5. The program is designed to enhance child development and school achievement through parent education. It is a universal access model program.

*Healthy Families* is a national program designed to help expectant and new parents get their children off to a healthy start. Families participate voluntarily in the program and receive home visits and referrals from trained staff. Healthy Families America provides very early delinquency prevention services to families in many communities.

*Boys & Girls Clubs of America: Street SMART* initiative consists of three program components designed to help young people ages 11-13 effectively resist gangs and violence, resolve conflicts and be positive peer helpers in their communities. The Street SMART program also allows youth the opportunity to hold annual events that celebrate anti-gang, anti-violence themes.

*Boys & Girls Clubs of America: SMART Moves* teaches children from 6 to 15 years old skills needed to resist alcohol, tobacco and drug use.

*Parent Child Development Center Programs (PCDP)* includes a set of programs designed to foster relationships between parents and children. It targets low-income families and provides multidimensional treatment to help parents become more effective in childrearing. The programs have been successful in combating educational and occupational problems associated with poverty and have demonstrated beneficial effects for both care-givers and their children.

*Community Trials Intervention* reduces alcohol and substance abuse-related incidents, violence, and related juvenile delinquency through a community-based approach using a wide variety of interventions that increase community awareness, change community attitudes and norms, and provide opportunities for community involvement.

***Girls Scouts of Kennebec County***-A Place for Girls offers weekly group meetings for economically disadvantaged girls aged 5 to 17 from Lewiston and Portland. Girls focus on building decision making skills, enhancing self esteem, developing leadership skills and learning to respect community diversity and practicing interpersonal communication techniques.

***Family and Systems Teams (FST)*** is a voluntary, family-focused, strength-based program that utilizes trained FST facilitators who, with the family, bring all relevant people into the planning process and create a comprehensive plan that ensures respect and safety for all members of the family.

***Mentoring:*** Across Ages is a school- and community-based drug prevention program for youth ages 9 to 13 that strengthens the bonds between adults and youth and provides opportunities for positive community involvement. Across Ages pairs older adult mentors (age 55 and above) with young adolescents making the transition to middle school in mentoring relationships.

***Raising a Thinking Child/I Can Problem Solve*** develops a set of interpersonal cognitive problem-solving (ICPS) skills that address overt behaviors as early as preschool. Enhancing ICPS skills, decreases future serious problems by addressing behavioral predictors early in life. In addition, the parent intervention component of the program helps parents develop a problem-solving style of communication that guides young children to think for themselves.

***Project SUCCESS (Schools Using Coordinated Community Efforts to Strengthen Students)*** prevents and reduces substance use among high-risk high school age adolescents. Project SUCCESS links the school to the community's continuum of care when necessary, referring both students and families to human services organizations, including substance abuse treatment agencies.

***Back on Track provides Skills for Responsible Thinking (SRT)***, a comprehensive, community-based program for 13 to 18-year-olds who engage in risky behaviors such as crime, substance use, and/or violence. The SRT program confronts, educates and supports at-risk teenagers through a curriculum that motivates and reinforces the individual's ability and desire to make socially conscious choices. Back on Track promotes consistent, positive reinforcement proven to provide the most salient motivation to change.

## **The JJAG also supports the following programs with a strong research base:**

***Collaborative Problem Solving (CPS) Approach Project*** delivers treatment and services to young offenders committed to Maine's two juvenile correctional facilities, improves the cultural climate and staff/youth interactions, and increases youth and staff safety within the facilities.

***Youth Ideas and Partnership Project*** is a prevention program for youth grades 6 to 12 that increases youth assets through community service, intergenerational bonding and skill building.

***Day Reporting*** provides moderate to high risk juveniles 12 to 18 years of age who are either on probation or transitioning to the community from Mountain View Youth Development Center with non-residential service-based programs. Elements of the program include personal, community and educational adjustment.

***The School Transitional Environmental Program (STEP)*** addresses stressful life events that place children at risk for maladaptive behavior such as transitioning between schools. STEP reduces the complexity of school environments, increases peer and teacher support, and decreases students' vulnerability to academic and emotional difficulties.

***The Youth Educational Shoplifting Program (YES)*** is an offense-specific educational alternative program for kids caught shoplifting that reduces the risk of further involvement in the juvenile justice system.

*The Intensive Supervision Programs (ISP)* provide referrals for services and treatment to probationers, implements pro-active supervision methods that deter delinquent behavior, and recommends placement in appropriate settings if out-of-home placement is warranted.

*Emergency Foster Care* provides temporary emergency placement as an alternative to detention for juveniles under the supervision of the Department of Corrections. This programs serves youth who are unable to return to their homes due to lack of adequate support and supervision. The program eliminates interruption to the individual's involvement with family affection and communication, family monitoring and supervision, family problem solving, and academic programming.

*Family Development Model: Aroostook County Action Program (ACAP)* reduces dropout rates and improves high school completion rates in Aroostook County by helping youth ages 14-21 develop a plan for attending and/ or completing secondary education and providing the Family Development Model of family case management, which builds on the strengths of the whole family and develops local collaboration to eliminate barriers in 15 life areas.

*Juvenile Intervention Programs* are based on Cognitive/Behavioral, Social Learning and Family Systems models that provide juveniles with a set of cognitive recognition skills, coping strategies and support networks on which they can draw when dealing with current and future problems.

*The Unity Project* is a program of the Center for the Prevention of Hate Violence that empowers students and staff with the knowledge, skills and opportunities to effectively address racial, ethnic and immigration-related conflicts.

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## Research Based ~ Evidence Based ~ Science Based Programming

As stewards of the Office of Juvenile Justice and Delinquency Prevention funds, the JJAG maintains that all programs funded by them be rooted in science, have solid research backing their efficacy and be appropriate to the target population. Research conducted over the past several years provides sound evidence of what works for preventing and reducing juvenile delinquency, under what circumstances, for whom and with what expected results. The JJAG supports only programs that show with sound data the need for the program and the ability to implement that program as intended by its developer, that is, with fidelity. Additionally, the JJAG requires ongoing data collection on the efficacy of all funded programs.

### Research Based – Evidence Based Practice Finding the Right Program

- What/risk/protective factors are targeted?
- What are the characteristics of the individual/population to be served?
- What programs address these risk/protective factors for this populations?
- What is the scientific evidence that this/these programs work?
- What is the delivery capability of this/these program(s)?
- What does the program/intervention cost?
- What is necessary for a quality implementation?

*Delbert S. Elliott, Ph.D.*

*Director, Center for the Study of Prevention of Violence*

## Collaborative Problem Solving

The JJAG currently supports the Department of Corrections' collaboration with Dr. Ross Greene, author of *The Explosive Child* and founder of the Collaborative Problem Solving Institute based at the Department of Psychiatry at Massachusetts General Hospital, in implementing the Collaborative Problem Solving (CPS) approach at both Long Creek and Mountain View Youth Development Centers.

Dr. Green currently provides ongoing case supervision at both juvenile correctional facilities. CPS has a demonstrated history of successful outcomes for youth committed to child and adolescent psychiatric hospitals. Given the similarity of profiles of the youth incarcerated in Maine's correctional facilities to those committed to psychiatric hospitals (in fact about 25% of committed juveniles have a prior history of psychiatric hospitalization), we expect and are getting a similar level of success.

CPS is rooted in Social Learning Theory and provides a structured cognitive-behavioral approach designed to identify functional thinking skills related to problematic, antisocial and explosive behaviors. CPS is organized around five cognitive "pathways" designed to train skills proximally to points of performance while helping staff and residents develop skills proximally to points of performance while helping staff and residents to develop skills to resolve issues of disagreement proactively and collaboratively.

The CPS approach, which challenges traditional beliefs supporting less effective intervention strategies, promotes interventions designed to maintain order, security and adult authority while simultaneously teaching residents the thinking skills needed to grow and prosper. This approach transcends traditional therapy and traditional sanction-based behavioral management approaches. The CPS model moves intervention strategies at Maine's juvenile correctional facilities to a higher level based on the identified individual cognitive needs of each juvenile; it is responsive to the concerns and needs of both the staff and the resident and it prepares the child for transition and continuing growth.

The JJAG looks to 2006 and community implementation of the Collaborative Problem Solving approach to working with children.

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## MAYSI-2 Pilot Project

While PL 790, "An Act to Improve the Mental Health Services to Children," was passed in 1998 with the intent of developing a comprehensive child's mental health service delivery system in Maine, many children involved in the juvenile justice system lack access to appropriate mental health services. Waiting lists for psychiatric and psychological services are often several months long. It is speculated that some children become further involved in the juvenile justice system due to lack of appropriate mental health assessment and treatment. Often a juvenile offender's mental health needs are not adequately addressed before commitment to one of Maine's two secure juvenile correctional facilities when they are screened for mental health problems and individualized intervention plans are developed. Over the past year, the State Forensic Services has contracted with the Kennebec County Juvenile Court to provide "brief" psychological evaluations for juveniles identified as in need of mental health services. Such evaluations are available to the Juvenile Court within 30 days at approximately 50% of the cost of a more extensive evaluation, but nevertheless assist the Court in determining immediate needs of the juvenile and imposing appropriate dispositions.

Inherent in the process of providing comprehensive mental health evaluations and treatment, is the requirement that universal mental health screening be available at the first possible contact with an alleged juvenile offender. The process must be voluntary, and linked to the issues related to disposition and treatment. The JJAG has determined that the use of the Massachusetts Youth Screening instrument 2<sup>nd</sup> Version (MAYSI-2) will provide an effective and empirically based juvenile mental health screening tool and has developed a pilot project in Kennebec, Penobscot, and Piscataquis Counties.

The JJAG has designated a juvenile Mental Health Steering Committee to work closely with the Department of Corrections to examine the most effective approach to identifying and evaluating juveniles who are 'flagged' as a result of the MAYSI-2 screening when it is employed by the Juvenile Community Corrections Officers in their first contacts.

As part of an on-going effort to address mental health concerns related to pre-adjudicated and adjudicated minors, the mental health steering committee proposed the JJAG work with the Kennebec, Penobscot, and Piscataquis County Judges by providing funding for 'brief' mental health assessments and to work with the Mountain View and Long Creek detention facilities to provide MAYSI-2 mental health assessments.



# Disproportionate Minority Contact

The Juvenile Justice and Delinquency Prevention Act of 2002 mandates that States participating in the Formula Grants Program “address juvenile delinquency prevention efforts and system improvement efforts designed to reduce, without establishing or requiring numerical standards or quotas, the disproportionate number of juvenile members of minority groups, who come into contact with the juvenile justice system” (see section 223(a)(22)). In 2004, the JJAG initiated a comprehensive approach to building capacity to report Disproportionate Minority Contact (DMC) statistics on a state-wide basis. As a result of collaboration between the Maine Department of Public Safety (MDPS), Maine Department of Corrections (MDOC), Maine Criminal Justice Academy, Maine Statistical Analysis Center (SAC) and other state agencies the JJAG is building Maine’s capacity to provide accurate DMC reports and determine whether minority youth are overrepresented in Maine’s juvenile justice system.

Identifying whether Disproportionate Minority Contact exists in Maine’s juvenile justice system is a core component of the Maine JJAG 2003-2005 strategic plan. Until recently, Maine’s minority population did not meet the threshold required for DMC reporting. Now that every state is required to report out on DMC, Maine is required by federal law to analyze DMC at pre-defined decision points in the Maine juvenile justice system. The federally mandated DMC report standard recently changed from Confinement to Contact. This more complex standard necessitates a system-wide approach to collecting, analyzing and reporting DMC data.

An analysis of 2004 DMC datasets reveals a number of limitations regarding data collection. The varying compatibility between datasets, incomplete records, missing data, a lack of uniformity in racial/ethnic categorization, and a limited number of cases raise questions about the validity of the data currently being collected.

Although current data can not be considered fully reliable, initial impressions are that Black and African American juveniles are more likely to be arrested than white juveniles. Conversely, Asian juveniles are 50% less likely to be arrested and referred to the juvenile justice system than white juveniles, and American Indian juveniles 42% less likely to be arrested than white juveniles. No data is available to make initial findings regarding representation of Hispanic youth in the juvenile justice system. Because data obtained to date has been highly suspect, it is difficult to conclude that minority youth are over represented in Maine’s juvenile justice system and therefore corrective measures must be taken.

Maine’s DMC initiative is a work in progress. The state is currently building the capacity to meet the needs of DMC reporting. Data availability has been a major obstacle in implementing the DMC initiative in Maine, as it has been in several other states. OJJDP analysis of state DMC approaches shows that “as State and local juvenile justice systems moved to automated data collection systems, computerized records were frequently incomplete, missing and/ or inaccurate, and rarely comparable across jurisdictions.” (Devine,P., Coolbaugh, K., Jenkins, S. (1998) Disproportionate minority confinement: Lessons learned from five states, Washington DC : US Department of Justice , Office of Juvenile Justice and Delinquency Prevention)

However, the capacity to gather accurate data regarding potential disproportionate minority contact within Maine’s juvenile justices system is attainable.

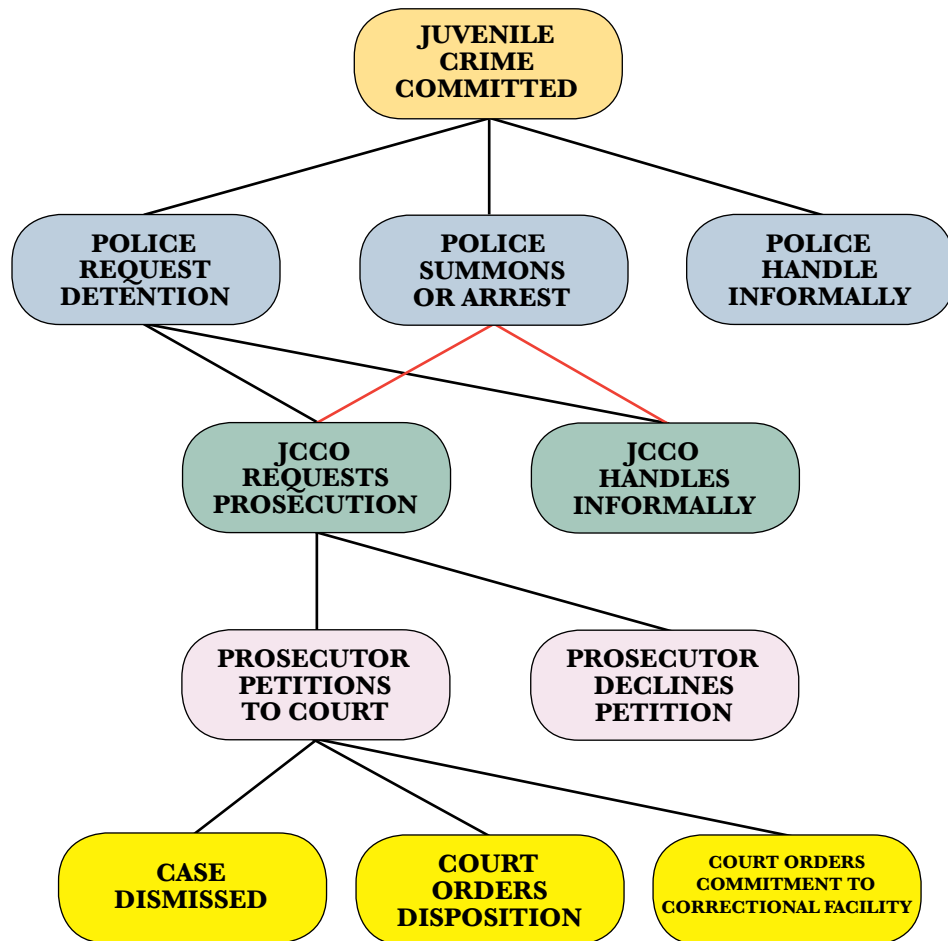
The first challenge will be overcome once MDOC’s new CORIS system is fully populated with data for several key decision points in the juvenile justice system. CORIS has tremendous potential to yield meaningful statistics, once staff enters data from juvenile caseloads as a matter of routine. Typically, it takes about two years from the introduction of the new information system before data collected can be considered reliable.

Second, law enforcement officers and juvenile community corrections need training in the best practices of collecting race and ethnicity information from juveniles. This issue will be addressed in the coming months with training and a focus on ensuring data quality. Research by the Maine Statistical Analysis Center (SAC) suggests that available data for DMC reporting is unreliable and that training for those responsible for collecting race and ethnicity data is necessary. The MDOC Division of Juvenile Services will develop training for law enforcement and juvenile community corrections officers to facilitate the accurate collection of juvenile race and ethnicity data sensitively and consistently. The JJAG will support DMC and cultural awareness training for juvenile community corrections officers and all law enforcement agencies.

Third, Maine is unable to accurately report on its largest minority group, Hispanics, and their experience in the judicial system because ethnicity data is not reliably collected.

Lastly, accurate collection of race and ethnicity data will increase the juvenile justice system’s capacity to measure and report on outcomes for juvenile offenders.

## Decision points for DMC Analysis



# Federal Advisory Committee on Juvenile Justice

The Juvenile Justice Advisory Group assigns one of its members to represent the state of Maine on the Federal Advisory Committee (FACJJ). The FACJJ is an advisory body established by the Juvenile Justice and Delinquency Prevention Act consisting of representatives from State Advisory Groups of all 50 states, the District of Columbia, and the 5 U.S. territories. The FACJJ provides states an opportunity to provide direct input into federal juvenile justice policy by making recommendations to the President, Congress and the Office of Juvenile Justice and Delinquency Prevention.

The FACJJ met throughout the year and made recommendations to the President, members of Congress and other governmental leaders that they renew their focus on and commitment to juvenile justice and delinquency prevention issues. The FACJJ reminded the President, Congress and other policy makers of the substantial progress that has been made in juvenile justice over the past 20 years, and that this progress is jeopardized to the extent that funding is not sustained at previous levels. Issues of particular concern include disproportionate minority contact, the disproportionate incidence of violent crimes in tribal youth communities, the explosion of crystal methamphetamine as a drug of choice for juveniles, and the use of computers to exploit children. OJJDP's ability to respond to these issues has been hampered by a decline in absolute funding, and further by the use of congressional earmarks that divert over 25% of the OJJDP budget to specific projects which are not necessarily consistent with the JJDP Act and are exempt from federal standards.

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## Legislative Changes to the Maine Juvenile Code During the 122<sup>nd</sup> Maine Legislature.

The Juvenile Justice Advisory Group provides testimony regarding proposed legislation that affects the juvenile justice system or otherwise is relevant to youth involved in or at risk of becoming involved in Maine's juvenile justice system. The following are changes to the Maine Juvenile Code enacted during the 2005 legislative session:

*Title 15 M.R.S.A. §1004 and Title 15 M.R.S.A. §3206* were amended to specify that the Maine Bail Code does not apply persons under 18 years of age who are arrested for violations of Titles 12 and 29-A that are not defined as juvenile crimes.

*Title 15 M.R.S.A. §3203-A, sub-§7, A* was amended to state that persons arrested for a juvenile crime but who have since attained the age of 21 years may be detained in an adult-serving facility without being separated. This will apply most often when an individual is arrested on an outstanding juvenile warrant after turning 21.

*Title 15 M.R.S.A. §3205, sub-§2* likewise was amended to state that any detention or commitment of a person adjudicated of a juvenile offense after reaching age 21 must be in an adult section of a jail or other secure detention facility intended for adults.

*Title 15 M.R.S.A. §3314, sub-§1, G* specifies that mandatory minimum fines do not apply to juvenile adjudications.

*Title 15 M.R.S.A. §3301, sub-§6-A* was amended to allow release of the identity of a juvenile on informal adjustment or conditions of release to the Department of Health and Human Services if necessary to carry out the statutory functions of that agency.

*Title 34-A M.R.S.A. §1216, sub-§1, G* was amended to allow otherwise confidential information to state agencies engaged in statistical analysis for the purpose of improving the delivery of services to persons who might become mutual clients.







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